

Coordinating Transportation and Growth Management Planning

(1998 Legislation: HB 1487 - "Level of Service Bill")

Implementation Guidance



Washington State Department of Transportation
Transportation Planning Office

Washington State Department of Community,
Trade and Economic Development
Growth Management Program

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Coordinating Transportation and Growth Management Planning

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Part 1: Executive Summary

During the 1998 session the Washington State Legislature passed HB 1487, relating to transportation and growth management planning in Washington. House Bill 1487, also been known as the “Level of Service Bill”, was passed to enhance the identification and coordinated planning for major transportation facilities identified as “transportation facilities and services of statewide significance” (RCW 47.06.140).

For these facilities the new legislation identifies specific Growth Management Act (GMA) planning requirements for local jurisdictions, clarifies that the state establishes the level of service, and changes the application of concurrency. The intent of the legislation is to enhance the coordination of planning efforts and plan consistency at the local, regional, and state level. This legislation requires jurisdictions planning under the GMA to update the transportation elements of local comprehensive plans to be in compliance by December 31, 2000.

This legislation recognizes the importance of specific transportation facilities and services that are of statewide importance, from a state planning and programming perspective. In addition, these facilities are to be reflected within the local plan along with measures for monitoring in order to promote consistency among local, regional, and state transportation plans, including financial plans.

The 1998 legislation, identified as Chapter 171, laws of 1998, amended several laws including the GMA (RCW 36.70A); Priority Programming for Highways (RCW 47.05); Statewide Transportation Planning (RCW 47.06); and Regional Transportation Planning Organizations (RCW 47.80).

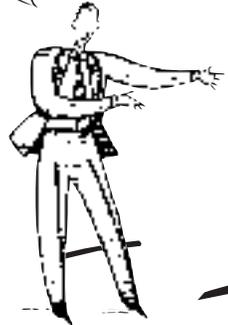
Developing guidance for this new legislation is part of the implementation process. The approach for guidance includes a description of the legislation’s background and requirements, recommendations for implementing them, and identification of implementation resources and assistance. Another component of this approach is the development of a coordinated statewide transportation planning process that includes affected stakeholders.

This guidance is not designed to answer all questions, rather, it addresses the key components and basic requirements of the legislation and makes suggestions on how to approach what needs to be done at the local level. An important item to consider is that many key issues required to be addressed by this legislation are process issues that will be addressed during the ongoing planning discussions within the Regional Transportation Planning Organizations (RTPOs), or as a component of the statewide transportation plan (RCW 47.06). Finally, this guidance should be considered an evolving product.

For more information regarding Washington’s Transportation Plan update, visit the WTP website at: www.wsdot.wa.gov/wtpl.

This legislation recognizes the importance of specific transportation facilities and services that are of statewide importance,...

*"Now the
Details"*



Part 2: Legislative Background and Implementation Guidance

History of Legislation

The 1998 legislation has an eight year history that began when the Growth Management Act (GMA) was passed into law in 1990. When enacted, the GMA did not address a number of transportation related issues for a variety of reasons. In particular, there was much discussion on how state transportation facilities would be treated in local comprehensive plans, how level of service standards would be set on state facilities, and how concurrency requirements would be applied to state facilities with regard to the GMA. For many reasons the GMA was silent on many key issues.

In 1994 the Legislative Transportation Committee (LTC) directed a coordinated comprehensive study on the appropriate relationship between state transportation facilities and local comprehensive plans and addressed many of the GMA gaps related to these issues. The study was guided by a legislative and multi-jurisdictional steering committee and was known as the Level of Service (LOS) study.

Between May 1994 and January 1995, the steering committee, along with a technical committee comprised of staff from the LTC, Association of Washington Cities, Washington State Association of Counties, Washington State Department of Transportation, and a consultant team, conducted the study. There was general agreement on a number of broad policy issues. However, the recommendations that were provided in the report¹ were based on extensive review and discussion but did not represent consensus by the committee.

Through coordination and additional efforts, legislation (HB 1487) was drafted to address many of the issues and recommendations identified in the LTC study, including transportation facilities determined to be “significant” from a statewide perspective. The facilities identified under the legislation (RCW 47.06.140) also include transportation facilities and services that may not be owned by the state, such as the “freight railroad system”.

Transportation and Growth Management Planning Law Changes

HB 1487, as passed by the 1998 Legislature, amended several RCWs relating to transportation and growth management planning including:

- RCW 36.70A Growth Management Act
- RCW 47.05 Priority Programming for Highways
- RCW 47.06 Statewide Transportation Planning
- RCW 47.80 Regional Transportation Planning Organizations

¹ *Study of the Relationship Between State-Owned or Operated Transportation Facilities and Local Comprehensive Plans*. Final Report. Washington State Legislature LTC, February 1995.

HB 1487, as passed by the 1998 Legislature, amended several RCWs relating to transportation and growth management planning...

Transportation facilities and services of statewide significance are declared essential public facilities under the GMA.

Several sections of the GMA (RCW 36.70A) were amended. In general, the amendments are related to the requirements for each jurisdiction's comprehensive plan transportation element, the county-wide planning process for identification and siting of essential public facilities, plan consistency, and the adoption deadlines established to meet the new requirements. The transportation element shall now include state-owned transportation facilities in the transportation inventory, a new subelement that includes estimates of the impacts to state-owned facilities resulting from land use assumptions, and the LOS for state-owned transportation facilities. The concurrency requirements of the GMA do not apply to highways of statewide significance, except in island counties.

In addition, the legislation amended Priority Programming for Highways and Functional Classification (RCW 47.05) to include a process for designation of highways of statewide significance by the Transportation Commission, including adoption by the Legislature. Additionally, the Commission is directed to give higher priority for correcting deficiencies on facilities defined as statewide significant. These facilities are identified in RCW 47.06.140, Statewide Transportation Planning, in a new section, which identifies certain transportation facilities and services to be of statewide significance and establishes who sets level of service for these facilities.

Transportation facilities and services of statewide significance are declared essential public facilities under the GMA. The required county-wide planning policies for siting essential public facilities must include these facilities. The new legislation emphasizes the requirement for local plans to be consistent with the statewide plan with regard to identified needs. The process for review of methodologies and development of alternative transportation performance measures under RCW 47.80 (Regional Transportation Planning Organizations or RTPO) is also added with regard to transportation facilities and services of statewide significance, including highways of statewide significance (HSS), and other state highways and ferry routes.

In summary, the new legislation creates a strong tie between the local transportation plan requirements under the GMA and the state's enhanced role in the RTPO process for designating LOS on state-owned facilities, and recognizes the importance of certain facilities as being of statewide significance. This includes provisions for consistency with Washington's Transportation Plan (WTP, currently being updated), the regional plans, related (local, regional, and state) financial plans, and funding priorities for transportation facilities and services of statewide significance, as identified by the Transportation Commission.

A table is provided to identify changes related to specific sections of the legislation as adopted². Additional reference is provided in the table regarding related state rules and regulations, and a summary of requirements.

² For additional information please refer to HB 1487 Section by Section Review, WSDOT Transportation Planning Office, September 1998.

Table 1 - Summary of Regulatory Changes

Section HB 1487	What's Amended	General Description	Other related Rules & Regulations	Summary Requirements
1	RCW 36.70A.040 (GMA)	Who must plan - Summary requirements - Development regulations must implement comprehensive plans.	RCW 47.80 RTPOs, WAC 365-195-510 Concurrency, WAC 173-420-080 Transportation Plan Conformity.	Date of compliance for comprehensive plans to include new requirements established (December 31, 2000).
2	RCW 36.70A.070 (GMA)	Comprehensive plans - Mandatory Elements. Transportation Element Requirements.	RCW 47.80 RTPOs, RCW 47.06 State Transportation Plan, WAC 365-195-325 Transportation Elements, WAC 468-86-150 Certification.	Adds transportation element requirements (WAC rule or procedural criteria).
3	RCW 36.70A.200 (GMA)	Siting of essential public facilities. OFM maintained list of essential public facilities shall include prioritized planned projects by the Commission.	RCW 47.06.140 Transportation facilities and services of statewide significance - Level of Service, WAC 365-195-070 Interpretations.	Includes transportation facilities and services of statewide significance as essential public facilities.
4	RCW 36.70A.210 (GMA)	County-wide Planning Policies.	WAC 242-02-220 Petition for review - time for filing, WAC 365-195-765 State Agency Compliance, WAC 468-86-150 Certification.	Requires County-wide Planning Policies to reflect transportation facilities of statewide significance.
5	RCW 47.05.021 (Priority Programming for Highways)	Functional Classification of Highways.	RCW 47.06.140 Transportation facilities and services of statewide significance -LOS.	Transportation Commission to designate HSS. List adopted by WSTC and sent to Legislature.
6	RCW 47.05.030 (Priority Programming for Highways)	Six-year programs - Investments, Improvements, Preservation.	RCW 47.06.140 Transportation facilities and services of statewide significance -LOS.	HSS reflected in WSDOT priority formula.
7	RCW 47.06.140 Statewide Transportation Planning	Transportation facilities and services of statewide significance - Level of Service Standards for HSS set by WSDOT, statewide planning process leads to essential state public facility listings.	RCW 36.70A.200 GMA - Siting of Essential Public Facilities, RCW 81.104.015 High Capacity Transportation Systems.	Defines transportation facilities and services of statewide significance, declares identified improvements to these facilities as essential state public facilities under GMA, and establishes a process for setting LOS for HSS.
8	RCW 47.80.023 (Regional Transportation Planning)	Identify process within the WTP update and existing RTPO process for establishing LOS methodologies and performance measures. Coordinate approach with required plan elements, such as concurrency and financing.	RCW 47.80 RTPOs, RCW 36.70A GMA, RCW 35.58 Public Transportation TIPs, RCW 35.77.010, RCW 36.81 programming, WAC 365-195-325 Transportation Element, WAC 479-113-010 Six year programs for transportation improvement account projects.	Affirms RTPO role and responsibility in developing LOS methodologies and performance measures.
9	RCW 47.80.030 (Regional Transportation Planning Organizations)	Regional transportation planning RTPO's set LOS on state highways which are not HSS in coordination with WSDOT.	RCW 47.06.140 Transportation facilities and services of statewide significance - Level of Service, WAC 365-195-510 Concurrency, WAC 173-420-080 Transportation Plan Conformity, WAC 365-195-325 Transportation Element.	Affirms and clarifies RTPO responsibility to establish LOS on regional highways (State-owned transportation facilities not designated as HSS).

...in many instances local plans may already comply with some of the new planning requirements...

Summary of New GMA and Transportation Planning Requirements

The requirements of the amended legislation that must be implemented can be divided into two broad areas. The first area relates to the need to address and include specific items within the transportation element of a locally adopted GMA comprehensive plan. An example of this includes the requirements to include state-owned transportation facilities in the transportation facility inventory (RCW 36.70A.070). The second is a much broader challenge, which is to make existing processes work more effectively in order to coordinate the overall transportation planning efforts locally, regionally, and statewide.

It is important to note that many stakeholders who contributed in the development of this guidance recognized that in many instances local plans may already comply with some of the new planning requirements of the 1998 legislation.

Implementation Guidance

There is no direct requirement for the WSDOT and the Washington State Department of Community, Trade and Economic Development (CTED) to develop implementation guidance for the 1998 changes to the GMA and related transportation planning laws. Coordinating this effort, however, is essential in confirming the state's understanding that many of the issues related to this legislation are not without concern and/or potential conflict from a local jurisdictional perspective.

In July of 1998 a coordinated effort was established involving the WSDOT and CTED to address:

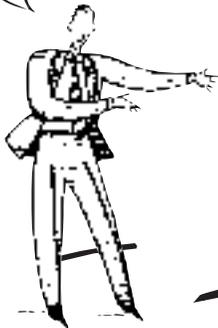
- An agency implementation plan for the legislation;
- A process for developing guidance; and,
- A process for ongoing coordination to meet the intent of the legislation, recognize the relationship to local plans, and incorporate Washington's Transportation Plan.

Successful implementation of the legislation is a coordinated responsibility between the appropriate state agencies and the affected stakeholders. As a result of agency discussion and coordination, a stakeholders group, comprised of agency staff and affected interests, was formed in the fall of 1998 to provide input into the guidance drafting process.

The stakeholders process was established as a way of including affected groups that have a significant interest in the outcome of the overall implementation process. The role of the stakeholders group was established to act as a "conduit" to WSDOT and CTED during development and review of implementation guidance. The development of the stakeholders process was an important component of this guidance process. Equally important is the continued and ongoing process of coordination between state agencies and the regional and local jurisdictions responsible for transportation planning in Washington.

The next section deals with the specific requirements mandated by the new legislation and includes, where appropriate, a discussion of process issues as related to changes in transportation and growth management planning law.

*"Here's what we
need to do"*



Part 3: New Planning Requirements

Coordinating Transportation and Growth Management Planning:

Background

The purpose of this section is to identify the recent transportation planning changes in the Growth Management Act (GMA) that must be addressed by local jurisdictions. Specifically, this section discusses the changes to the transportation element requirements of the GMA and identifies other planning issues under the GMA, as well as data and inventory needs, and consistency issues between local, regional, and state plans that must be included in required comprehensive plan updates. Requirements for implementation are provided, and where appropriate process issues discussed.

The GMA (RCW 36.70A) was enacted in 1990 and has been amended over the past eight years. When first passed in 1990, the Legislature recognized that uncoordinated and unplanned growth posed a threat to the overall quality of life in Washington state. To address this threat, the Legislature established planning goals to guide the development of comprehensive plans by local jurisdictions required to plan under the GMA. The GMA is recognized as a “bottoms up” planning mandate, addressing the need to reflect local preferences, to improve the ability to coordinate planning processes locally and regionally, and to involve citizens.

The overall planning goals of the GMA specifically identify transportation and the need to:

“Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans” (RCW 36.70A.020).

The goals further identify the importance of transportation facilities as public facilities identifying the need to:

“Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards” (RCW 36.70A.020).

The definition of “public facilities” under the GMA includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

From a transportation planning perspective the GMA substantially changed and enhanced the linkage between land use and transportation planning. This linkage, consistent with the GMA planning goals, has

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Each comprehensive plan adopted in accordance with the GMA is required to be coordinated and internally consistent...

continued to evolve, including passage of this legislation that amended transportation and growth management planning laws during the 1998 session.

Each comprehensive plan adopted in accordance with the GMA is required to be coordinated and internally consistent and contain, at a minimum, the mandatory plan elements called out (RCW 36.70A.070). The transportation element is a major component of a local comprehensive plan. Specific direction on what is included in the transportation element of a comprehensive plan is identified in the procedural criteria (Chapter 365-195-325 WAC).

Amendments to the GMA made by the 1998 legislature largely reflect the need to establish and affirm the linkage between transportation and land use with respect to two areas. The first is specific identification of state-owned transportation facilities, as well as recognition of the importance of certain facilities defined as “transportation facilities and services of statewide significance”. The second identifies a responsibility to monitor the performance of the system and coordinate improvements and financing of those transportation facilities. Transportation facilities and services of statewide significance are stated in RCW 47.06.140 and include categories of publicly-owned and privately-owned statewide significant transportation facilities.

Planning Deadlines

The 1998 amendments to the GMA require jurisdictions planning under RCW 36.70A to update the transportation elements of local comprehensive plans to be in compliance by December 31, 2000.

Requirement: The transportation element of a local comprehensive plan must be in compliance with RCW 36.70A by December 31, 2000.

Recommendation: Local plan updates should be coordinated between local, regional, and state jurisdictions.

New Transportation Element Requirements (RCW 36.70A.070)

GMA Transportation Element

RCW 36.70A.070 now requires each jurisdiction planning fully under the GMA to include additional detail in their comprehensive plans transportation element. This additional detail includes:

- A new subelement that includes estimates of traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the Washington State Department of Transportation (WSDOT) in monitoring the performance of state facilities, planning for improvements, and assessing the impact of land-use decisions on state-owned transportation facilities
- State-owned transportation facilities to be included in the local plan’s transportation inventory, including highways of statewide significance (HSS)

- Level of Service (LOS) for state-owned transportation facilities
- Identified needs for state-owned facilities in local plans must be consistent with the state plan

New subelement requirement

Requirement: As summarized above, the requirements for a transportation element under the GMA have been expanded and jurisdictions planning under the GMA shall include a new subelement. The new subelement description is as follows:

RCW 36.70A.070 (6) (a) The transportation element shall include the following subelements: (ii) Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;

Discussion: The purpose of this subelement is to address the impact to state-owned facilities resulting from the local plans land use assumptions. Some plans may already achieve this. The desired result is to provide assistance to the WSDOT to monitor the performance of state facilities, assess the impact of land-use decisions on state-owned transportation facilities, and have data to plan improvements for these facilities. This is consistent with the current process for coordination and consistency of plans, improvements, and financing and does not constitute a significant change from the current practice. Many jurisdictions already address state-owned facilities. For those jurisdictions major changes may not be necessary. Other jurisdictions, which may not have addressed state-owned transportation facilities, may need to enhance or add new sections to their transportation elements, as well as evaluate the relationships to other required plan elements. Consistency between the GMA planning goals (intent) and current law requirements for the transportation element have not changed significantly and in many instances have just been clarified.

Recommendation: While each jurisdiction has many options on how to develop this subelement, local jurisdiction should consider the following to meet this requirement:

- The subelement shall represent a description (text and appropriate data) of the state-owned transportation facilities located within the jurisdiction and the relationship to the land use assumptions.
- The subelement description shall include estimated traffic impacts to state-owned transportation facilities.
- Certification by the Regional Transportation Planning Organization (RTPO) shall continue to serve as the basis for compliance with the requirements of RCW 36.70A.070 (Transportation Element).
- Jurisdictions should consider WAC 365-195-325 (procedural criteria) and guidance provided in GMA publications such as *Your Community's Transportation System - "A Transportation Element Guidebook"*, published by the Washington State Department of Community Trade and Economic Development (CTED).

Many jurisdictions already address state-owned facilities.

Inventory Requirement

Requirement: 1998 GMA amendments also require local jurisdictions to include state-owned transportation facilities within the transportation facilities and services inventory as required by RCW 36.70A.070. Many jurisdictions have previously identified these facilities in their inventories, and existing state rules (WAC 365-195-325) currently recommend inclusion of state-owned facilities. **If a jurisdiction chose not to include these facilities in their inventories previously, they must now be included.**

Recommendations: The following recommendations are provided to address the inclusion of state-owned transportation facilities in the transportation facilities and services inventory as required:

- Jurisdictions will need to review their existing inventories and shall include state-owned transportation facilities.
- Jurisdictions should consider inclusion of non state-owned “transportation facilities and services of statewide significance” in their inventories as well, for consistency with regional and state plans.
- The WSDOT will provide available data for state-owned transportation facilities within each jurisdiction for use by each GMA jurisdiction in meeting the requirements for RCW 36.70A.070.
- Each jurisdiction, through the RTPO and in consultation with appropriate jurisdictions, is encouraged to coordinate the development of the transportation facilities inventory to promote local, regional, and state plan consistency.
- Non GMA counties and cities within those counties should coordinate through the RTPO process to identify data and inventory information as well.

Level of Service Standards

The 1998 amendments to RCW 36.70A and 47.80 clarify who sets the LOS on statewide transportation facilities and strengthens coordination among state, regional, and local planning processes. Local jurisdictions planning under the requirements of the GMA are required to adopt LOS standards for all locally-owned arterials and transit routes. The adopted LOS standards are to be regionally coordinated and are established to review and judge performance of the system.

Requirement: The transportation element of a locally adopted comprehensive plan must include the LOS standards for state-owned transportation facilities. The new section - RCW 36.70A.040 (6) (C) - specifically states:

For state-owned transportation facilities, LOS for highways as prescribed in RCW 47.06 (Statewide Transportation Planning) and RCW 47.80 (RTPOs), to gauge the performance of the system. The purpose of reflecting LOS standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year investment program.

Discussion: There is a strong link that exists between the GMA and statewide transportation planning (RCW 36.70A.070 and RCW 47.06.140) regarding who has responsibility to set LOS for certain facilities, and how the adopted LOS must be included within local plans, and why. Identification of LOS within the jurisdictions GMA comprehensive plan will include three coordinated, but distinct, processes. The first includes the local transportation systems LOS, which will be identified and established by the local jurisdiction, but coordinated through the RTPOs. For highways and ferry routes of statewide significance (HSS as designated by the Legislature), LOS shall be set by the state, in consultation with the RTPOs. For all other regional state-owned transportation systems, the process for establishing LOS will be determined through the RTPO planning process.

The current State Highway System Plan (HSP) identifies service objectives as a highway capacity LOS for state highways. Local jurisdictions must include the adopted LOS for designated HSS in their local plans. The LOS for state highways is divided into two categories, rural and urban. For rural areas the LOS is “C” (uncongested), and for urban areas the LOS is “D” (mitigate congestion when peak period level of service falls below LOS D). There has been confusion regarding the definition of urban and rural because federal and state designations for urban and rural areas may be different. For purposes of transportation planning under current state law, the intent is to recognize urban and rural in the context of the GMA. A jurisdiction may need to consider that there may be instances where a federal urban area designation does not match a GMA urban growth area designation. If there is a conflict with designation or concern regarding the current LOS for a state-owned facility it should be coordinated through the RTPO and the WSDOT.

Overall, the process for identifying and establishing LOS as required under the current statutes is consistent with WAC 365-195-325 (procedural criteria) and WAC 468-86 (RTPO planning standards). While consistent, the actual process of establishing LOS will be a significant challenge and will be a central focal point in the development of Washington’s Transportation Plan.

Recommendations: The following recommendations are provided to address the inclusion of LOS for state-owned transportation facilities in the local comprehensive plan’s transportation element.

- LOS for state-owned transportation facilities shall be included in the local comprehensive plan.
- Local jurisdictions must include the LOS adopted by the WSDOT for state-owned transportation facilities designated as HSS in their local comprehensive plans. The current service standard adopted by WSDOT for state highways is LOS “C” for rural areas and LOS “D - mitigate” for urban areas.
- The WSDOT shall be included in the process for establishing LOS for other state transportation facilities not designated as HSS.
- The process for setting LOS should be consistent with and consider WAC 365-195-325 (procedural criteria) and WAC 468-86 (RTPO planning guidelines/standards).

LOS for state-owned transportation facilities shall be included in the local comprehensive plan.

It is important to note that the changes to the GMA did not effect the ability of a local jurisdiction to develop a concurrency management system.

Concurrency Requirement

The GMA requires that jurisdictions identify “level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system,” and, “for state-owned transportation facilities, level of service standards for highways...” RCW 36.70A.070(6). The 1998 amendments to the GMA changed this section of the regulation with regard to the concurrency requirement as it relates to transportation facilities and services of statewide significance. This change included the following language:

*“The concurrency requirements of (b) of this section (RCW 36.70A.070) do not apply to transportation facilities and services of statewide significance **except** (emphasis added) for counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highway and ferry route capacity must be a factor in meeting the concurrency requirements in (b) of this subsection.”*

Requirement: The 1998 changes to the GMA specifically identify that the concurrency requirement does not apply to transportation facilities and services of statewide significance. The exception, for island counties, means that the concurrency requirement of the GMA (RCW 36.70A.070) applies in counties consisting of islands whose only connection to the mainland are state highways and ferry routes. In these island counties state highway and ferry route capacity must be a factor to meet the concurrency requirements of the GMA.

If transportation facilities and services of statewide significance (as identified under RCW 47.06.140) are currently included in a jurisdiction’s (other than island counties) local concurrency management system appropriate changes will need to be made to assure compliance with current law.

Discussion: Prior to the 1998 changes to the law, jurisdictions planning under the GMA took different approaches with regard to the inclusion of state-owned transportation facilities in local comprehensive plans, as well as identifying LOS standards for state-owned facilities.

The concurrency requirement of the GMA is significant, and as a tool, provides for a basic structure to assure that a community’s adopted LOS will be maintained. If development of a specific project threatens to cause the LOS on a transportation facility to decline below standards identified in the transportation element, that project shall be denied by the local government, unless improvements can be made concurrent with development that maintain the adopted LOS. It is important to note that the changes to the GMA did not affect the ability of a local jurisdiction to develop a concurrency management system, just the application of concurrency on specific designated components.

The 1998 amendments to the GMA and the RTPO planning process (RCW 47.80) clarify and specifically address several issues that were previously left to local interpretation with regard to identifying and including LOS for regional and statewide significant transportation

facilities in the local plans, and concurrency requirements for these facilities. These issues and the relationship to the planning requirements are summarized in Table 2.

Recommendations: The following recommendations are provided to address the concurrency requirement of the GMA with regard to transportation facilities and services of statewide significance in the local comprehensive plan’s transportation element.

- The concurrency requirements for transportation facilities and services of statewide significance **do not** apply **except** in counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highway and ferry route capacity must be a factor in meeting the concurrency requirements of RCW 36.70A.070 (6).
- The concurrency requirements for all other transportation facilities are unchanged under the GMA and jurisdictions should refer to WAC 365-195 (procedural criteria) and guidance provided in GMA publications such as Your Community’s Transportation System - “A Transportation Element Guidebook”, published by CTED.
- In island counties state highway and ferry route capacity must be a factor in meeting the concurrency requirements of the GMA. Island counties should coordinate with the appropriate WSDOT regional planning office in order to obtain data relating to capacity to address this requirement. See Appendix A.

The concurrency requirement of the GMA is significant, and as a tool, provides for a basic structure to assure that a community’s adopted LOS will be maintained.

Table 2 - Transportation Facilities, Concurrency, and LOS

* Level of service or alternative transportation performance measures as identified in RCW 47.80.023

Facility	Level of Service*	Concurrency
<i>Local Transportation Systems</i>	LOS identified and set by locals through the local (GMA) planning process	Concurrency required under GMA for local transportation facilities.
<i>Regional State Highways and Ferries</i>	LOS set through a coordinated process (RTPO) with state, regional, and local input.	Concurrency requirement (as amended in 1998) does not address state-owned transportation facilities other than HSS .
<i>State Highways of statewide significance. (HSS)</i>	LOS set by state in consultation with locals. (State has final authority to establish LOS on HSS.)	Concurrency requirements of GMA do not apply to transportation facilities and services of statewide significance. (Exception Noted Below)
<i>Exception: Island Counties</i>	LOS established as identified above for local, regional, and HSS.	Concurrency required for HSS. State highways and ferry route capacity must be a factor in meeting the concurrency requirements in island counties.

Under the new legislation the definition of essential public facilities is more specific...

County-wide Planning Policies

The GMA requires that counties planning under the act shall adopt county-wide planning policies in cooperation with the cities located within that county.

Requirement: 1998 amendments to the GMA include changes to the requirements for county-wide planning policies (RCW 36.70A.210). The change specifically reflects the inclusion of transportation facilities and services of statewide significance within the policy framework for siting public capital facilities. The following includes the 1998 changes to the county-wide planning policy section of the GMA:

[RCW 36.70A.210 (3) (c)] Policies for siting public capital facilities of a county-wide or statewide nature, including transportation facilities of statewide significance as defined by RCW 47.06.140.

The issue of county-wide planning policies and inclusion of transportation facilities and services of statewide significance is one of consistency. Under the new legislation the definition of essential public facilities is more specific and includes transportation facilities that may or may not have been addressed within the existing county-wide planning policy framework.

Recommendations: The following recommendations are provided to address the requirement to develop a county-wide planning policy to address the process for siting public capital facilities of a county-wide or statewide nature, including transportation facilities and services of statewide significance as defined in RCW 47.06.140.

- Counties and cities should perform an assessment of their adopted county-wide planning policies and identify if transportation facilities and services of statewide significance are adequately addressed.
- An assessment should be performed by the county and each jurisdiction potentially affected by changes to adopted planning policies to assure that the changes do not conflict with other plan elements and related goals and policies. The assessment should reflect the requirement to include transportation facilities and services of statewide significance within the policy framework for siting public capital facilities as required by RCW 36.70A.210 (3) (c).
- When necessary counties and cities should prepare proposed revisions to county-wide planning policies in cooperation with local jurisdictions and the assistance of the RTPO as well as adjacent counties.
- Coordination of county-wide planning policy changes is essential. Notice of proposed changes should be coordinated between all jurisdictions (including the state) to gain input into the update process and review for consistency.

Part 4: Transportation Facilities and Services of Statewide Significance

Background

A major component of the 1998 legislation, relating to transportation and growth management planning, declares that certain transportation facilities and services are of statewide significance. These facilities provide and support transportation functions that promote and maintain significant statewide travel and economic linkages. The legislation emphasizes that these significant transportation facilities should be planned for from a statewide perspective. Planning includes policy development and the accompanying funding support to represent a broad range of perspectives serving the interests of all citizens in the state who depend on the system both directly or indirectly. Examples of highways designated as transportation facilities of statewide significance include Interstate 5 and Interstate 90.

Transportation facilities and services of statewide significance are identified under RCW 47.06.140 and specifically include the following:

- The interstate highway system
- Interregional state principal arterials including ferry connections that serve statewide travel
- Intercity passenger rail services
- Intercity high-speed ground transportation
- Major passenger intermodal terminals excluding all airport facilities and services
- The freight railroad system
- The Columbia/Snake navigable river system
- Marine port facilities and services that are related solely to marine activities affecting international and interstate trade, and
- High-capacity transportation systems serving regions as defined in RCW 81.104.015

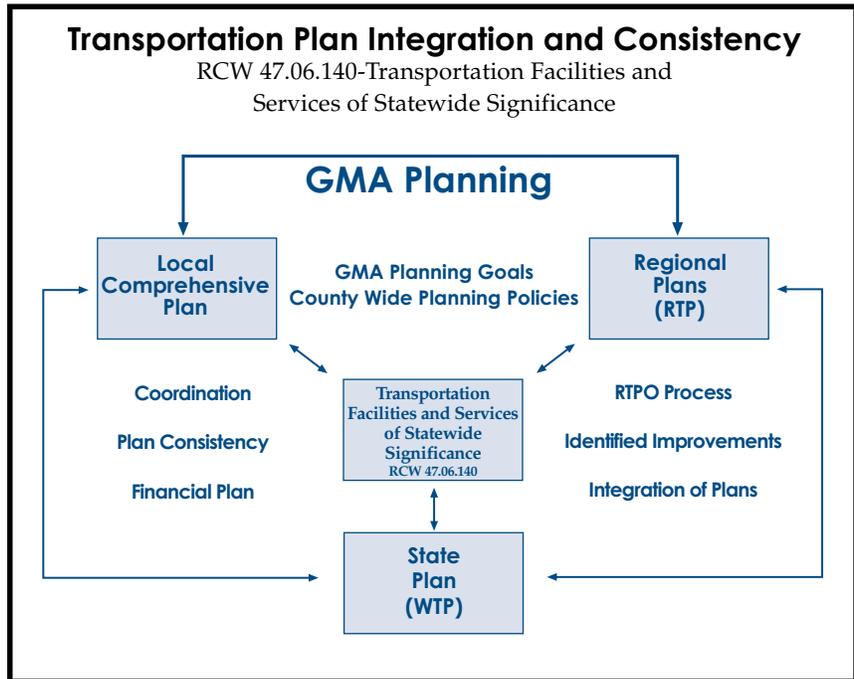
While the list identified in under RCW 47.06.140 identifies transportation facilities and services of statewide significance, identification of specific facilities has not been accomplished, with the exception of designation of highways of statewide significance. Criteria to identify specific facilities is being developed by a special workgroup coordinated by the Washington State Department of Transportation (WSDOT) and will be forwarded as an update to this implementation guidance when complete.

A major component of the 1998 legislation, declares that certain transportation facilities and services are of statewide significance.

Figure1 -Tansportation Facilities

What are transportation facilities and services of statewide significance?

Transportation facilities and services of statewide significance are identified under RCW 47.06.140. These facilities are recognized as having a significant statewide transportation function. These facilities are also identified as essential public facilities under the Growth Managemnet Act. Improvements to these facilities identified in the statewide plan are essential state public facilities.



Highways of Statewide Significance (HSS)

Highways of statewide significance (HSS) are transportation facilities and services of statewide significance that have been designated under a separate process involving development of criteria, approval by the Transportation Commission and submission to the Legislature (1999) for final review and adoption. HSS include statewide principal arterials and ferry routes that are needed to connect major communities across the state and support the state’s economy. The following is a summary of the process that the Transportation Commission used to identify these facilities and the relationship to this guidance.

The process of identifying HSS began by reviewing the legislation and the 1995 Legislative Transportation Committee study to establish legislative intent. The bill states that this statewide system shall at a minimum include interstate highways and other statewide principal arterials that are needed to connect major communities across the state and support the state’s economy. It specifically declares the interstate highway system and interregional state principal arterials including ferry connections that serve statewide travel to be facilities of statewide significance. These key points establish the intent that this system is to be comprised of principal arterial highways that provide the critical backbone of the state highway network. Using this intent as a basis, criteria were developed that define HSS (see Appendix B). The Transportation Commission approved the initial draft criteria in May, 1998. This was followed by review and comment by all Regional Transportation Planning Organizations (RTPOs) across the state. The

Highways of statewide significance (HSS) are transportation facilities and services of statewide significance...

Transportation Commission approved final criteria for HSS designation in August of 1998.

WSDOT and RTPO staff used the approved criteria to evaluate all state highways and develop a preliminary list of the highways of statewide significance. The Transportation Commission reviewed the proposed list on November 18th 1998, at their regularly scheduled meeting. After public review and comment the Commission approved the list at the December 1998 meeting. The final list was then submitted to the 1999 Legislature for review and adoption.

HSS, GMA (RCW 36.70A), and RTPOs (RCW 47.80)

The purpose of the HSS component of the legislation is to identify significant state-owned transportation facilities and define state and regional roles regarding planning for these facilities. The various legislative amendments clearly define different roles for setting level of service (LOS) standards and meeting concurrency requirements for HSS versus other state highways. The state has the authority in setting the LOS for HSS, whereas the regional transportation planning organizations (RTPOs), locals, and state jointly set LOS on other state highways. HSS are not included in concurrency requirements of the Growth Management Act (GMA), except in island counties.

WSDOT is directed, in cooperation with other agencies, entities, and transportation providers, to plan for improvements to transportation facilities and services of statewide significance in the statewide multimodal plan (RCW 47.06). Improvements to transportation facilities and service of statewide significance identified in the statewide multimodal plan are essential state public facilities under RCW 36.70A.200 (GMA local plans).

Other Transportation Facilities and Services of Statewide Significance- Designation

Several categories of facilities were identified as statewide significant under RCW 47.06.140. Where there is no direct tie to a specific type of transportation facility of statewide significance, criteria will be developed in order to provide a methodology for review of facilities in question. Criteria developed for this process should reflect the overall intent of the legislation. Developing criteria to designate transportation facilities of statewide significance is consistent with the process included by the Legislature for designation of HSS.

The following are examples of transportation facilities identified as “transportation facilities and services of statewide significance” under RCW 47.06.140 and a summary of criteria that might be considered to specifically identify these facilities.

The state has the authority in setting the LOS for highways of statewide significance...

HSS are not included in concurrency requirements of the GMA, except in island counties.

Table 3 - Transportation Facilities - Example Criteria for Identification

Sample criteria for identification of Transportation Facilities and Services of Statewide Significance

Facility: Intercity passenger rail services

Potential criteria: Frequency of scheduled service
Availability of passenger amenities
Number of modal connections
Population served
Connection or major transfer point

Facility: Major passenger intermodal terminals excluding all airport facilities and services

Potential criteria: Number of modes served
Regional vs. state significant connection
Distance to other intermodal centers
International/Interstate/Intrastate connections
Major destination vs. transfer point
Total boardings/trips/service frequency
FHWA designated passenger terminals

Facility: The freight railroad system

Potential criteria: Quantity of freight moved
Mainline, branchline, ancillary facilities
System serves movement outside of the region
Connection or major freight terminal

Recommendations: Development of criteria to identify specific transportation facilities and services of statewide significance is necessary. This is considered a “secondary” task of the overall implementation effort of the 1998 legislation, and complementary to the statewide planning process currently underway to update Washington’s Transportation Plan (WTP).

- A process for identifying facilities of statewide significance will be developed. State, regional, and local jurisdictions will coordinate on identification of appropriate ways of identifying criteria and developing an inventory of transportation facilities and services of statewide significance that meet the legislative intent of RCW 47.06.140.
- Transportation facilities and services of statewide significance under RCW 47.06.140 will be easily identified and, in general, recognizable in the context of legislative intent. The development of specific criteria will enhance and support the identification of specific facilities.
- The process to define specific facilities and services will utilize existing projects or studies that have evaluated transportation

facilities including review of any criteria drafted and existing state statutes that address transportation facilities and services.

- The criteria will be reviewed by the Washington State Transportation Commission for endorsement and utilized to identify and plan for significant transportation facilities.

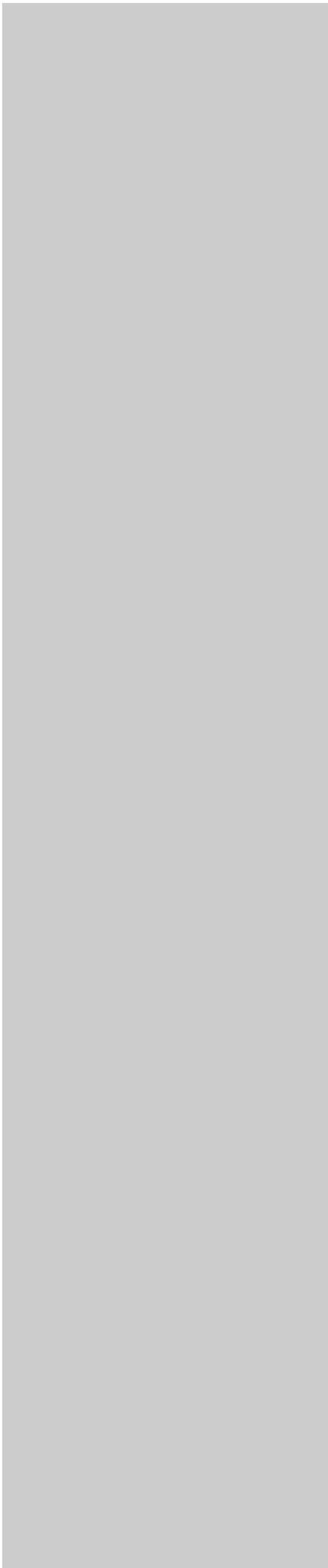
Essential Public Facilities and Essential State Public Facilities

The current process for identifying essential state public facilities in accordance with GMA requirements must be considered with regard to the 1998 legislative changes to that law. Previously the state Office of Financial Management (OFM), had maintained the list of “essential state public facilities” as required under RCW 36.70A.200 consistent with the state’s six year capital budget. Under the GMA no local comprehensive plan can preclude the siting of essential public facilities. The 1998 amendments to RCW 36.70A.200 identify “transportation facilities and services of statewide significance” as “essential public facilities”.

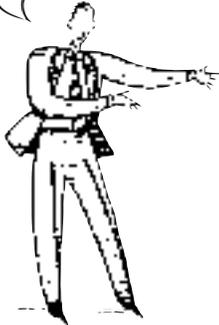
Requirement: 1998 amendments to the GMA identify transportation facilities and services of statewide significance as essential public facilities under RCW 36.70A.200 and states that transportation facilities and services of statewide significance are identified as **essential state public facilities** under the GMA when improvements to those facilities are identified in the state transportation plan (RCW 47.06.140). These facilities shall be included in the state list of essential state public facilities maintained by OFM.

The changes in the statute now potentially indicate some essential state public facilities that may not be “state-owned” or controlled. For example, the “freight railroad system” (as identified in RCW 47.06.140) is now identified as an essential public facility under the GMA. If the statewide multimodal transportation plan (WTP) identifies and plans for improvements to a facility that is a component of “the freight railroad system” then the improvement to that facility (a statewide significant transportation facility that is largely private) is an essential state public facility under the GMA. Consistent with this, the improvement to the facility must be considered within the local process for siting essential public facilities, and included on the state list required to be maintained by OFM under RCW 36.70A.200 (2).

Some essential state public facilities may not be “state-owned” or controlled.



*"...and yes,
there is more."*



Part 5: The RTPO/MPO Planning Process

The regional transportation planning program (RCW 47.80) was created concurrent with the passage of the Growth Management Act (GMA) in 1990. The intent of the program is to create a formal mechanism for local governments and the state to coordinate transportation planning at the regional level. All counties in Washington State, with the exception of San Juan County, are part of a regional transportation planning organization (RTPO). Each RTPO is charged with the development of the following planning program components:

- Develop regional transportation strategies
- Develop planning guidelines and principles
- Develop minimum planning standards for the Regional Transportation Plan (RTP)
- Develop RTP
- Process for review and adoption of level of service (LOS) standards on state transportation facilities
- Develop a regional Transportation Improvement Program
- Certification of GMA transportation elements and county-wide planning policies

The overall intent of the RTPO is to provide a process for the coordination and development of a consistent regional planning process that provides for local flexibility and addresses issues of regional and state interest. “The regional transportation planning program is meant to foster an ongoing transportation planning and decision making process that actively plans for the improvement of regional transportation systems and coordinates this process among jurisdictions” (WAC 468-86-090). Reviewing for and assuring consistency between local transportation plans, and their required plan components, is an important responsibility with regard to RTPOs. “Consistency means that no feature of a plan or regulation is incompatible with any other feature of the plan or regulation. Consistency is indicative of the capacity for orderly integration or operation with other elements in the system” (WAC 468-86-030).

Metropolitan planning organizations, required by the federal government in urbanized areas with more than fifty thousand population, are incorporated into the state’s RTPOs planning process and enhance coordinated transportation planning efforts.

The 1998 Legislature amended RCW 47.80.023 (RTPO duties) to include two new sections. Specifically, they include:

- (7) Review level of service methodologies used by cities and counties planning under chapter 36.70A RCW to promote a consistent regional evaluation of transportation facilities and corridors.*
- Work with cities, counties, transit agencies, the department of transportation, and others to develop level of service standards or alternative transportation performance measures.*

All counties in Washington State, with the exception of San Juan County, are part of a regional transportation planning organization (RTPO)...

Recommendations: Active participation in RTPO discussions is the key to coordination and consistency of LOS methodologies and developing other performance measures. This participation supports the ability to assess the local and regional transportation system and the relationships to other regional and the statewide plans.

- Jurisdictions should participate during the plan update process to address potential conflicts and provide appropriate review, applicable to certification of plans by the RTPOs.
- No substantial changes have been made to the RTPO statute (RCW 47.80). The Legislature has, however, emphasized the issue of LOS methodology consistency, as well as recognized the need to develop and work with other service standards or performance measures.
- RTPOs will be actively involved in the regional LOS discussions and the relationship to the statewide plan for regional state-owned highways as well as HSS.

Part 6: Data for State-owned Transportation Facilities

Local jurisdictions working to update their comprehensive plans to meet the requirements of the Growth Management Act (and related transportation planning legislation) as amended by the 1998 Legislature can get technical assistance from the Washington State Department of Community, Trade and Economic Development and the Washington State Department of Transportation (WSDOT). A basic assumption is that local jurisdictions may need information regarding state-owned transportation facilities and highways of statewide significance that are within each jurisdiction. The format, type, and detail of data needed by local jurisdictions varies. To address this, local jurisdictions will identify data needs and coordinate through the appropriate WSDOT regional planning offices. Once a local jurisdiction has contacted WSDOT, identified local needs will be addressed and the appropriate WSDOT data resources will be provided, to the extent possible, to facilitate local planning efforts. Local agencies should be specific with regard to data needs and work cooperatively to address these needs with regard to state-owned transportation facilities. A resource directory is provided for reference (see Appendix A).

A basic assumption is that local jurisdictions may need information regarding state-owned transportation facilities and highways of statewide significance (HSS) that are within each jurisdiction.

For more information regarding Washington's Transportation Plan update, visit the WTP website at: www.wsdot.wa.gov/wtpl.



Appendix A

Coordinating Transportation and Growth Management Planning



Technical Resources Available

- WSDOT Contacts
- CTED Contacts
- RTP/MPO Planning Contacts
- References/Resource Materials

WSDOT - Regional Planning Contacts

Eastern Region

Jerry Lenzi, Region Administrator

North 2714 Mayfair Street
P O Box 5299
Spokane WA 99205-0299
Phone: (509) 324-6000 FAX (509) 324-6005

Mark Rohwer, Transportation Planning
Manager
Phone: (509) 324-6195

Northwest Region

John Okamoto, Region Administrator

15700 Dayton Avenue North
PO Box 330310
Seattle, WA 98133-9710
FAX (206) 440-4806

Jerry Shutz, Transportation Planner
Phone: (206) 440-4727
Bob Josephson, Mt. Baker Area Manager
Phone: (206) 440-4711

Olympic Region

Gary Demich, Region Administrator

5720 Capitol Blvd., M/S 7440
PO Box 47440
Olympia WA 98504-7440
FAX (360) 357-2601 Phone: (360) 357-2605

Bob Jones, Transportation Planning
Manager
Phone: (360) 357-2644
Shuming Yan, Transportation Planner
Phone: (360) 357-2651

Southwest Region

Don Wagner, Region Administrator

4200 Main Street M/S S-15
PO Box 1709
Vancouver WA 98668-1709
Phone: (360) 905-2000
FAX (360) 905 2222

Mary Legry, Transportation Planning
Manager
Phone: (360) 905-2014

North Central Region

Don Senn, Region Administrator

1551 North Wenatchee Avenue
PO Box 98
Wenatchee, WA 98801-1156
Phone: (509) 667-3000 FAX (509) 667-2940

Dave Bierschbach, Planning Engineer
Phone: (509) 667-2906

Office of Urban Mobility (OUM)

Renee Montgela, Director

401 Second Avenue South, Suite 307
M/S TB-55
Seattle WA 98104
Phone: (206) 464-5878 FAX: (206) 464-6084

Chris Picard - Systems Planning Manager
Phone: (206) 464-5420

South Central Region

Leonard Pittman, Regional Administrator

2809 Rudkin Road, Union Gap
PO Box 12560
Yakima WA 98909-2560
Phone: (509) 575-2516 Fax (509) 575-2561

Troy Suing, Transportation Planner
Phone: (509) 454-7618

WSDOT - Olympia Service Center

Planning and Programming Service
Center
James Toohey, Assistant Secretary

Transportation Planning Office
PO Box 47370
Olympia, WA 98504-7370
Phone: (360) 705-7962 Fax (360) 705-6813

Charlie Howard, Transportation Planning
Manager

WSDOT Regions



CTED Contacts



For Local Jurisdictions

Department of Community, Trade and Economic Development
Growth Management Program
PO Box 48300
Olympia, WA 98504
Phone (360) 753-2222

CTED Planner

County Assignments

EASTERN REGION

Contact: Richard Fryhling (360) 753-4319 (dickf@cted.wa.gov)	Spokane Garfield Columbia	Walla Walla Kittitas Stevens
Contact: Hal Hart (360) 664-2264 (halh@cted.wa.gov)	Ferry Pend Oreille Chelan	Douglas Grant
Contact: Ted Gage (360) 586-8971 (tedg@cted.wa.gov)	Benton Franklin Yakima	

WESTERN REGION

Contact: Holly Gadbow (360) 753-4315 (hollyg@cted.wa.gov)	Clark Whatcom	
Contact: Patrick Babineau (360) 586-1239 (patrickb@cted.wa.gov)	Island Pacific	
Contact: Chris Parsons (360) 664-8809 (chrisp@cted.wa.gov)	Mason	
Contact: Heather Ballash 664-2364 (heatherb@cted.wa.gov)	Skagit Thurston	
Contact: Peter Riley 753-4314 (peterr@cted.wa.gov)	San Juan	

CTED Planner

County Assignments

WESTERN REGION Cont.

Contact:

Connie Shumate
(360) 753-4317 (connies@cted.wa.gov)

Lewis

Contact:

Michael Nowak
(360) 753-2951 (michaeln@cted.wa.gov)

Clallam
Jefferson

CENTRAL PUGET SOUND REGION

Contact:

Ike Nwankwo
(360) 586-9118 (iken@cted.wa.gov)

King
Pierce

Contact:

Heather Ballash
664-2364(heatherb@cted.wa.gov)

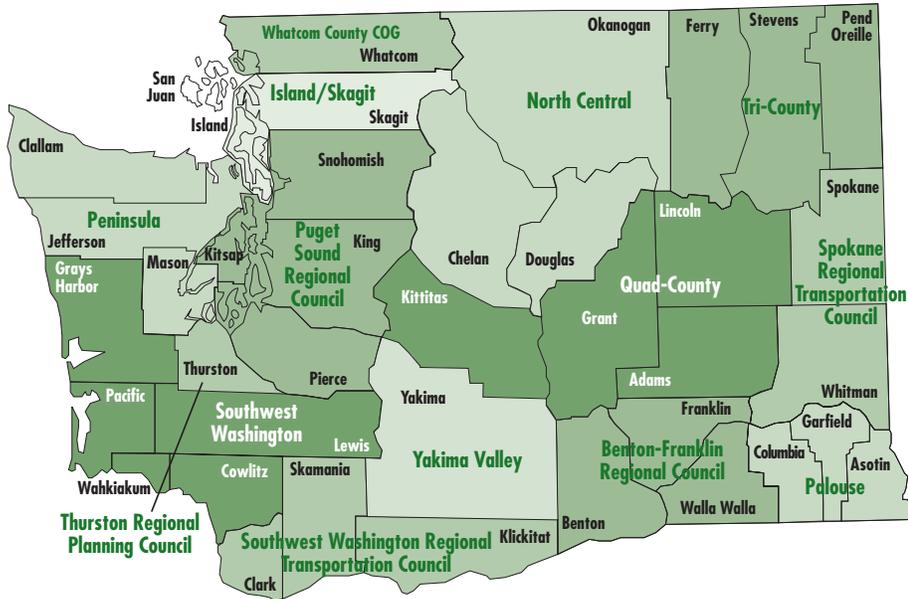
Kitsap

Contact:

Peter Riley
753-4314 (peterr@cted.wa.gov)

Snohomish

Washington State Regional Transportation Planning Organization



*Kitsap County is in both Peninsula and Puget Sound Regional Council.

RTPO/ MPO - Planning Contacts

RTPO/MPO	COUNTIES	LEAD AGENCY
Spokane Regional Transportation Council (SRTC)	Spokane Whitman	SRTC Sixth Floor Municipal Building W. 808 Spokane Falls Boulevard Spokane WA 99201-3333 Phone: (509) 625-6370 FAX (509) 625-6988 Internet: srtcadm@dmi.net Glenn Miles, Transportation Manager Sue Arnesen, TIPS and Financials Phone: (509) 625-6986
Thurston Regional Planning Council (TRPC)	Thurston	TRPC 2404 Heritage Court S. W. #B M/S 0947 Olympia WA 98502-6031 Phone: (360) 786-5480 FAX: (360) 754-4413 Harold Robertson, Director Internet: roberth@co.thurston.wa.us Jude Willcher, Transportation Planner 786-5478 willchj@co.thurston.wa.us Thera Black, Planner

RTPO/MPO	COUNTIES	LEAD AGENCY
North East Washington RTPO (N.E.W. RTPO)	Ferry Pend Oreille Stevens	N.E.W. RTPO 347 W. 2nd, Suite A Colville WA 99114-2300 Phone: (509) 684-4571 FAX (509) 684-4788 N.E.W. RTPO Chair: Gary Kohler Martin E. Wold, Executive Director Warren Jimenez - wjimenez@plex.com Jon Manton, Consulting Engineer (RTPO staff) jmanton@plex.com Phone: (509) 935-8164 FAX (509) 935-0322
Whatcom County Council of Governments (WCCOG)	Whatcom	WCCOG 2011 Young Street Bellingham WA 98225-4043 Phone: (360) 676-6974 FAX (360) 738-7302 Jim Miller, Director Gordon Rogers, Transportation Planning Mgr. Ron Cubellis, Transportation Planner Internet: jim@wccog.org gordon@wccog.org ron@wccog.org
Yakima Valley Conference of Governments (YVCOG)	Yakima	YVCOG 6 South Second Street, Suite 605 Yakima WA 98901 Phone: (509) 574-1550 FAX (509) 574-1551 Lon D. Wyrick, Director Page Scott, Transportation Planner Wally Webster, Forecasting Internet: staff@yvco.org
Benton-Franklin Council of Governments	Benton Franklin Walla Walla	BFCOG 1622 Terminal Drive PO Box 217 Richland WA 99352-0217 Phone: (509) 943-9185 Fax: (509) 943-6756 Donald P. Morton, Executive Director Mark Kushner, Transportation Program Manager Internet: bfrc@3-cities.com

RTPO/MPO	COUNTIES	LEAD AGENCY
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Skagit/Island RTPO	Island Skagit	Skagit County Conference of Governments 204 Montgomery Street Mt. Vernon, WA 98273-3843 Eric Irelan, Transportation Planner Phone: (360) 416-7877 FAX (360) 336-6116 Internet: scog@sos.net
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		Mike Morton Island County Public Works PO Box 5000 Coupeville, WA 98239 Phone: (360) 679-7331 FAX (360) 678-4550 Internet: mikem@co.island.wa.us
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North Central RTPO (NCRTP)	Chelan Douglas Okanogan	North Central Region 1551 North Wenatchee Avenue PO Box 98 Wenatchee, WA 98801-1156 Phone: (509) 667-3000 FAX (509) 667-2940 Don Senn, Administrator Dave Bierschbach, Planning Engineer (509) 667-2906
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Palouse RTPO	Asotin Columbia Garfield	Palouse Economic Development Council NE 1345 Terre View Drive Pullman WA 99163-5101 Phone: (509) 334-3579 FAX: (509) 332-6991 Internet: jackt@palouse.org Jack Thompson, Executive Director Sid Stecker, Transportation Planner 172 C Highway 395 North Colville, WA 99114 Phone: (509) 684-6495 FAX (509) 684-6499 Internet: sstecker@triax.com
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Peninsula RTPO (PRTP)	Clallam Jefferson Kitsap Mason	Olympic Region 5720 Capitol Blvd., M/S 7440 PO Box 47440 Olympia WA 98504-7440 FAX (360) 357-2601 Gary Demich, Region Administrator Phone: (360) 357 2605 Bob Jones, Transportation Planning Manager Phone: (360) 357-2630 Nicole Ribreau, RTPO Coordinator Internet: RibreaN@wsdot.wa.gov Phone: (360) 357-2727
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RTPO/MPO	COUNTIES	LEAD AGENCY
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Puget Sound Regional Council (PSRC)	King Kitsap Pierce Snohomish	PSRC 1011 Western Avenue, Suite 500 Seattle WA 98104-1035 Phone (206) 464-7515 FAX (206) 587-4825 Mary McCumber, Executive Director King Cushman, Trans. Director Phone: (206) 464-6174 Internet: Kcushman@psec.org Karen Richter (TIP) (206) 464-6343 Mark Gulbranson, (UPWP) (206) 464-7524 Bob Sicko, Forecasting, (206) 464-5325
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QUADCO	Lincoln Grant Adams Kittitas	Lincoln County (Lead Agency for Quadco) Bob Bershears, Lincoln County Public Works Director Phil Nollmeyer - RTPO Coordinator (staff) Department of Public Works 27234 SR25 North Davenport, WA 99122 Phone: (509) 725-7041 FAX (509) 725-4467 bbershears@co.lincoln.wa.us pnollmeyer@co.lincoln.wa.us Quadco Chair: Gerry McFaul (City Engineer, Moses Lake) (509)-766-9218 moseslake@atnet.net
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Southwest Washington Regional Transportation Council (RTC)	Clark Klickitat Skamania	RTC 1351 Officers Row Vancouver WA 98661-3856 Phone: (360) 397-6067 FAX (360) 696-1847 Dean Lookingbill, Transportation Director Internet: dean@rtc.wa.gov Lynda David - Senior Transportation Planner Shinwan-Kim Forecasting Dale Robbins (TIP) Bob Hart, Air Quality
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Southwest Washington RTPO (SWW RTPO)	Cowlitz Grays Harbor Lewis Pacific Wahkiakum	Cowlitz-Wahkiakum Council of Governments 207 4th Ave. N., Admin. Annex Kelso WA 98626-4195 Phone: (360) 577-3041 FAX (360) 425-7760 Steve Harvey, Director Rosemary Siipola, Transportation Planner/Manager Internet: Sharvey@cw cog.org Jeff Wilkens - Assistant Transportation Planner Roxie - Accountant
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References and Related Resource Materials

Study of the relationship Between State-Owned or Operated Transportation Facilities and Local Comprehensive Plans. Final Report. Washington State Legislature - Legislative Transportation Committee. February 1995.

Study of the relationship Between State-Owned or Operated Transportation Facilities and Local Comprehensive Plans. Technical Appendix. Washington State Legislature - Legislative Transportation Committee. February 1995.

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Plan Review Questionnaire For the Review of Comprehensive Plans Including the Certification of Transportation Elements. Certification Questionnaire. Puget Sound Regional Council. December 1998.

State Highway System Plan 1999 - 2018. Washington State Department of Transportation. Planning and Programming Service Center, Transportation Planning Office. January 1998.

Appendix B

Coordinating Transportation and Growth Management Planning



Highways of Statewide Significance (HSS)

- List of Routes
- Criteria for HSS Designation
- HSS Maps

Transportation Commission Proposed List of Highways of Statewide Significance

By Resolution #584, dated December 17, 1998

SR	Begin MP	End MP	Length	Description
2	0.00	334.92	326.60	I-5/Everett to Idaho (entire route)
3	0.00	60.02	60.00	SR101/Shelton to SR104 (entire route)
4	0.00	55.23	55.22	SR 101 to SR 432 (Longview Vicinity)
5	0.00	276.58	276.62	Oregon to Canada (entire route)
8	0.00	20.67	20.67	SR12/Elma to SR101/Olympia (entire route)
9	93.61	98.17	4.56	SR546 to Canada
12	0.00	434.19	430.76	SR101/Aberdeen to Idaho (entire route)
14	0.00	101.02	100.93	I-5/Vancouver to SR 97
16	0.00	29.19	27.01	I-5/Tacoma to SR3/Gorst (entire route)
17	7.43	50.77	43.28	SR395/Mesa to I-90
17	50.77	56.56	5.87	I-90/Moses Lake to Moses Lake Airport
18	2.72 B	27.91	27.89	I-5 to I-90 (entire route)
20	0.00	436.93	436.55	SR101 to SR2/Newport (entire route)
20 Spur Anacortes	47.89	55.67	7.78	SR20 to Ferry Terminal (entire route)
22	0.70	4.00	3.31	SR97 to I-82
26	0.00	133.53	133.53	I-90/Vantage to SR195 (entire route)
28	0.00	29.77	33.91	SR2/Wenatchee to SR281/Quincy
82	0.00	132.60	132.57	I-90/Ellensburg to Oregon (entire route)
90	1.94	299.82	297.49	I-5/Seattle to Idaho (entire route)
97	0.00 B	336.48	321.63	Oregon to Canada (entire route)
99	26.04	43.60	17.44	SR509 to SR104
101	0.00	0.46	0.46	Astoria Megler Bridge
101	28.89	367.41	336.89	SR4 to I-5/Olympia
104	0.20	29.81	29.28	SR101 to I-5
125	0.00	6.15	6.14	Oregon State Line to SR12/Walla Walla
127	0.03	27.05	27.05	SR12/Dodge to SR26 (entire route)
167	0.00	26.40	27.72	I-5/Tacoma to SR405/Renton
182	0.00	15.19	15.19	I-82 to SR395/Pasco (entire route)
195	0.00 B	95.99	93.37	Idaho to I-90/Spokane(entire route)
205	26.59	37.16	10.57	Oregon to I-5 (entire route)
240	30.63	34.87	4.24	Stevens Drive to I-182

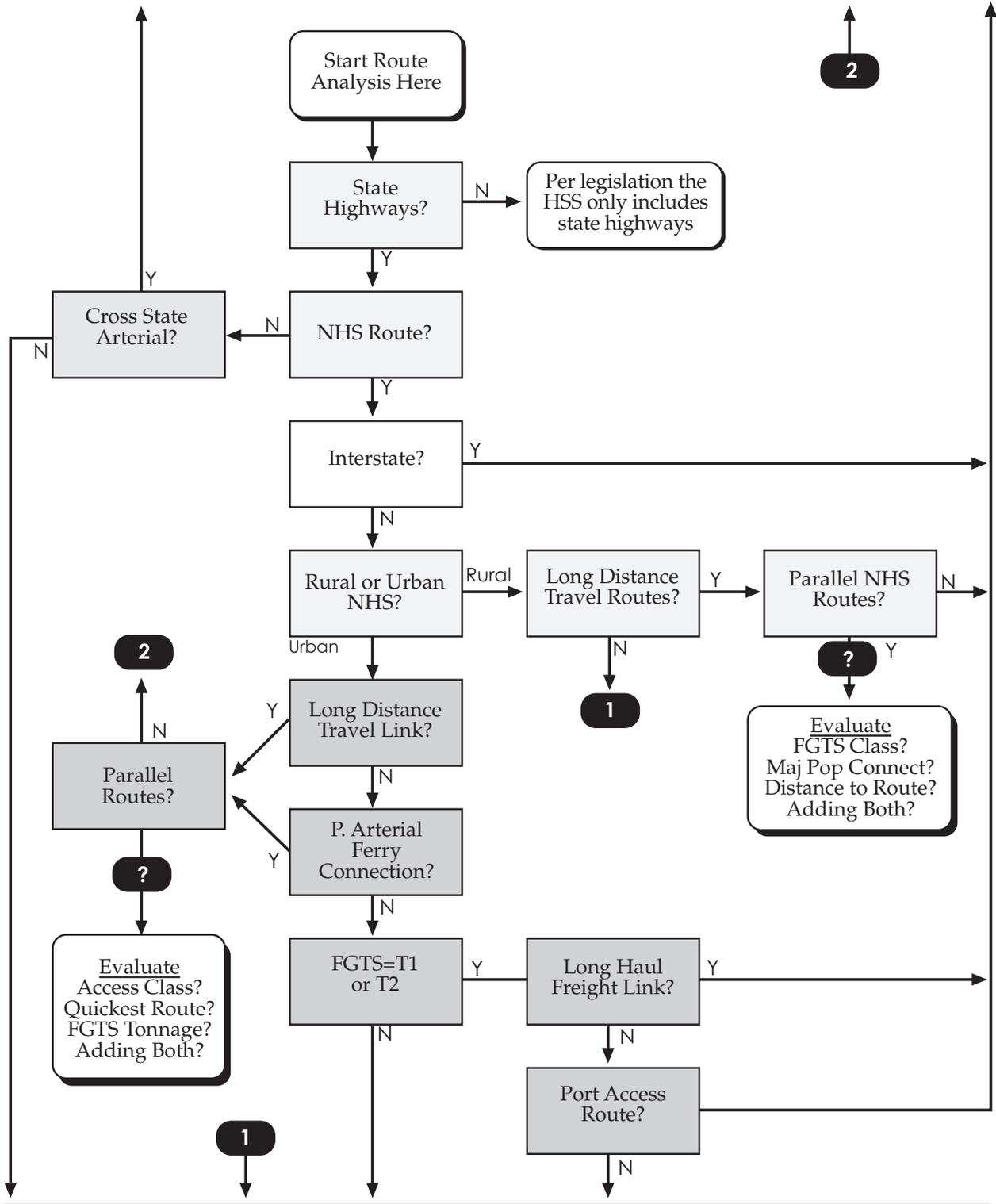
240	36.05	43.17	7.12	I-182 to SR395
270	0.00	9.89	9.89	SR195/Pullman to Idaho (entire route)
281	0.00	10.55	10.55	SR28/Quincy to I-90 (entire route)
304	0.00	3.51	3.24	SR3 to Bremerton Ferry Terminal (entire route)
305	0.02	13.31	13.29	Winslow Ferry Terminal to SR3 (entire route)
307	0.00	5.25	5.25	SR305 to SR104 (entire route)
310	0.00	1.84	1.84	SR3 to SR304/Bremerton (entire route)
395	13.05	270.26	255.22	I-82 to Canada
401	0.00	12.13	12.13	SR101/Astoria Megler Br. to SR4
405	0.00	30.32	30.33	I-5/Tukwilla to I-5 (entire route)
432	0.00	10.33	10.32	SR4/Longview to I-5 (entire route)
433	0.00	0.94	0.94	Oregon to SR432/Longview (entire route)
501	0.00	2.24	1.83	I-5 to Port of Vancouver Entrance
509	0.22	3.20	2.98	I-705/Tacoma to Marine View Dr.
509	25.60	29.83	4.68	SR518/SeaTac to SR99
512	0.00	12.06	12.06	I-5/Lakewood to SR167/Puyallup (entire route)
518	0.00	3.81	3.42	SR509/SeaTac to I-5/Tukwilla (entire route)
519	0.00	1.31	1.31	I-90 to Seattle Ferry Terminal (entire route)
520	0.00	7.09	7.08	I-5 to I-405
522	0.00	24.68	24.68	I-5/Seattle to SR2/Monroe (entire route)
525	0.00	30.49	30.72	I-5 to SR20 (entire route)
526	0.00	4.52	4.52	SR525/Mukilteo to I-5 (entire route)
529	0.00	2.20	2.20	I-5/Everett to Port
539	0.00	15.16	15.16	I-5/Bellingham to Canada (entire route)
543	0.00	1.09	1.09	I-5 to Canada (entire route)
546	0.00	8.02	8.02	SR539 to SR9 (entire route)
705	0.00	1.50	1.50	I-5/Tacoma to Schuster Parkway (entire route)
970	0.00	10.31	10.31	I-90/Cle Elum to SR97 (entire route)

HSS Ferry Routes

304	Seattle/Bremerton Ferry
305	Seattle/Bainbridge Island Ferry
104	Edmonds/Kingston Ferry
525	Mukilteo/Clinton Ferry
20	Pt. Townsend/Keystone Ferry
	Anacortes/Sidney B.C. Ferry

Total HSS Highway Miles = 3806
Total State Highway System = 7065
HSS % of Total System = 54%

----- Highway of State-Wide Significance (HSS) -----



----- Regional State Highway -----

Appendix C

Coordinating Transportation and Growth Management Planning



•Full Copy of HB 1487

CERTIFICATION OF ENROLLMENT

HOUSE BILL 1487

55th Legislature -1998 Regular Session
Passed by the House March 7, 1998 Yeas 91 Nays 5

Speaker of the House of Representatives

Passed by the Senate March 5, 1998
Yeas 44 - Nays 3

CERTIFICATE

I, Timothy A. Martin, Chief Clerk of the House of Representatives of the State of Washington, do hereby certify that the attached is HOUSE BILL 1487 as passed by the House of Representatives and the Senate on the dates hereon set forth.

President of the Senate
Chief Clerk

Approved
FILED

Governor of the State of Washington
Secretary of the State Washington

HOUSE BILL 1487

AS AMENDED BY THE SENATE

Passed Legislature - 1998 Regular Session

State of Washington - 55th Legislature - 1997 Regular Session

By Representatives K. Schmidt, Fisher, Mitchell and Hankins

Read first time 01/28/97. Referred to Committee on Transportation Policy & Budget.

AN ACT Relating to transportation planning; amending RCW 36.70A.040, 36.70A.070, 36.70A.200, 36.70A.210, 47.05.021, 47.05.030, 47.80.023, and 47.80.030; and adding a new section to chapter 47.06 RCW.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

Sec. 1. RCW 36.70A.040 and 1995 c 400 s 1 are each amended to read as follows:

(1) Each county that has both a population of fifty thousand or more and, until May 16, 1995, has had its population increase by more than ten percent in the previous ten years or, on or after May 16, 1995, has had its population increase by more than seventeen percent in the previous ten years, and the cities located within such county, and any other county regardless of its population that has had its population increase by more than twenty percent in the previous ten years, and the cities located within such county, shall conform with all of the requirements of this chapter. However, the county legislative authority of such a county with a population of less than fifty thousand population may adopt a resolution removing the county, and the cities located within the county, from the requirements of adopting comprehensive land use plans and development regulations under this chapter if this resolution is adopted and filed with the department by December 31, 1990, for counties initially meeting this set of criteria, or within sixty days of the date the office of financial management certifies that a county meets this set of criteria under subsection (5) of this section.

Once a county meets either of these sets of criteria, the requirement to conform with all of the requirements of this chapter remains in effect, even if the county no longer meets one of these sets of criteria.

(2) The county legislative authority of any county that does not meet either of the sets of criteria established under subsection (1) of this section may adopt a resolution indicating its intention to have subsection (1) of this section apply to the county. Each city, located in a county that chooses to plan under this subsection, shall conform with all of the requirements of this chapter. Once such a resolution has been adopted, the county and the cities located within the county remain subject to all of the requirements of this chapter.

(3) Any county or city that is initially required to conform with all of the requirements of this chapter under subsection (1) of this section shall take actions under this chapter as follows: (a) The county legislative authority shall adopt a county-wide planning policy under RCW 36.70A.210; (b) the county and each city located within the county shall designate critical areas, agricultural lands, forest lands, and mineral resource lands, and adopt development regulations conserving these designated agricultural lands, forest lands, and mineral resource lands and protecting these designated critical areas, under RCW 36.70A.170 and 36.70A.060; (c) the county shall designate and take other actions related to urban growth areas under RCW 36.70A.110; (d) if the county has a population of fifty thousand or more, the county and each city located within the county shall adopt a comprehensive plan under this chapter and development regulations that are consistent with and implement the comprehensive plan on or before July 1, 1994, and if the county has a population of less than fifty thousand, the county and each city located within the county shall adopt a comprehensive plan under this chapter and development regulations that are consistent with and implement the comprehensive plan by January 1, 1995, but if the governor makes written findings that a county with a population of less than fifty thousand or a city located within such a county is not making reasonable progress toward adopting a comprehensive plan and development regulations the governor may reduce this deadline for such actions to be taken by no more than one hundred eighty days. Any county or city subject to this subsection may obtain an addi-

tional six months before it is required to have adopted its development regulations by submitting a letter notifying the department of community, trade, and economic development of its need prior to the deadline for adopting both a comprehensive plan and development regulations.

(4) Any county or city that is required to conform with all the requirements of this chapter, as a result of the county legislative authority adopting its resolution of intention under subsection (2) of this section, shall take actions under this chapter as follows: (a) The county legislative authority shall adopt a county-wide planning policy under RCW 36.70A.210; (b) the county and each city that is located within the county shall adopt development regulations conserving agricultural lands, forest lands, and mineral resource lands it designated under RCW 36.70A.060 within one year of the date the county legislative authority adopts its resolution of intention; (c) the county shall designate and take other actions related to urban growth areas under RCW 36.70A.110; and (d) the county and each city that is located within the county shall adopt a comprehensive plan and development regulations that are consistent with and implement the comprehensive plan not later than four years from the date the county legislative authority adopts its resolution of intention, but a county or city may obtain an additional six months before it is required to have adopted its development regulations by submitting a letter notifying the department of community, trade, and economic development of its need prior to the deadline for adopting both a comprehensive plan and development regulations.

(5) If the office of financial management certifies that the population of a county that previously had not been required to plan under subsection (1) or (2) of this section has changed sufficiently to meet either of the sets of criteria specified under subsection (1) of this section, and where applicable, the county legislative authority has not adopted a resolution removing the county from these requirements as provided in subsection (1) of this section, the county and each city within such county shall take actions under this chapter as follows: (a) The county legislative authority shall adopt a county-wide planning policy under RCW 36.70A.210; (b) the county and each city located within the county shall adopt development regulations under RCW 36.70A.060 conserving agricultural lands, forest lands, and mineral resource lands it designated within one year of the certification by the office of financial management; (c) the county shall designate and take other actions related to urban growth areas under RCW 36.70A.110; and (d) the county and each city located within the county shall adopt a comprehensive land use plan and development regulations that are consistent with and implement the comprehensive plan within four years of the certification by the office of financial management, but a county or city may obtain an additional six months before it is required to have adopted its development regulations by submitting a letter notifying the department of community, trade, and economic development of its need prior to the deadline for adopting both a comprehensive plan and development regulations.

(6) A copy of each document that is required under this section shall be submitted to the department at the time of its adoption.

{+ (7) Cities and counties planning under this chapter must amend the transportation element of the comprehensive plan to be in compliance with this chapter and chapter 47.80 RCW no later than December 31, 2000. +}

Sec. 2. RCW 36.70A.070 and 1997 c 429 s 7 are each amended to read as follows:

The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

Each comprehensive plan shall include a plan, scheme, or design for each of the following:

(1) A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of ground water used for public water supplies. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

(2) A housing element ensuring the vitality and character of established residential neighborhoods that: (a) Includes an inventory and analysis of existing and projected housing needs; (b) includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multi-family housing, and group homes and foster care facilities; and (d) makes adequate provisions for existing and projected needs of all economic segments of the community.

(3) A capital facilities plan element consisting of: (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.

(4) A utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.

(5) Rural element. Counties shall include a rural element including lands that are not designated for urban growth, agriculture, forest, or mineral resources. The following provisions shall apply to the rural element:

(a) Growth management act goals and local circumstances. Because circumstances vary from county to county, in establishing patterns of rural densities and uses, a county may consider local circumstances, but shall develop a written record explaining how the rural element harmonizes the planning goals in RCW 36.70A.020 and meets the requirements of this chapter.

(b) Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. In order to achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character.

(c) Measures governing rural development. The rural element shall include measures that apply to rural development and protect the rural character of the area, as established by the county, by:

- (i) Containing or otherwise controlling rural development;
- (ii) Assuring visual compatibility of rural development with the surrounding rural area;
- (iii) Reducing the inappropriate conversion of undeveloped land

into sprawling, low-density development in the rural area;

(iv) Protecting critical areas, as provided in RCW 36.70A.060, and surface water and ground water resources; and

(v) Protecting against conflicts with the use of agricultural, forest, and mineral resource lands designated under RCW 36.70A.170.

(d) Limited areas of more intensive rural development. Subject to the requirements of this subsection and except as otherwise specifically provided in this subsection (5)(d), the rural element may allow for limited areas of more intensive rural development, including necessary public facilities and public services to serve the limited area as follows:

(i) Rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments. A commercial, industrial, residential, shoreline, or mixed-use area shall be subject to the requirements of (d)(iv) of this subsection, but shall not be subject to the requirements of (c)(ii) and (iii) of this subsection. An industrial area is not required to be principally designed to serve the existing and projected rural population;

(ii) The intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development. A small-scale recreation or tourist use is not required to be principally designed to serve the existing and projected rural population. Public services and public facilities shall be limited to those necessary to serve the recreation or tourist use and shall be provided in a manner that does not permit low-density sprawl;

(iii) The intensification of development on lots containing isolated nonresidential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents. Public services and public facilities shall be limited to those necessary to serve the isolated nonresidential use and shall be provided in a manner that does not permit low-density sprawl;

(iv) A county shall adopt measures to minimize and contain the existing areas or uses of more intensive rural development, as appropriate, authorized under this subsection. Lands included in such existing areas or uses shall not extend beyond the logical outer boundary of the existing area or use, thereby allowing a new pattern of low-density sprawl. Existing areas are those that are clearly identifiable and contained and where there is a logical boundary delineated predominately by the built environment, but that may also include undeveloped lands if limited as provided in this subsection. The county shall establish the logical outer boundary of an area of more intensive rural development. In establishing the logical outer boundary the county shall address (A) the need to preserve the character of existing natural neighborhoods and communities, (B) physical boundaries such as bodies of water, streets and highways, and land forms and contours, (C) the prevention of abnormally irregular boundaries, and (D) the ability to provide public facilities and public services in a manner that does not permit low-density sprawl;

(v) For purposes of (d) of this subsection, an existing area or existing use is one that was in existence:

(A) On July 1, 1990, in a county that was initially required to plan under all of the provisions of this chapter;

(B) On the date the county adopted a resolution under RCW 36.70A.040(2), in a county that is planning under all of the provisions of this chapter under RCW 36.70A.040(2); or

(C) On the date the office of financial management certifies the county's population as provided in RCW 36.70A.040(5), in a county that is planning under all of the provisions of this chapter pursuant to RCW 36.70A.040(5).

(e) Exception. This subsection shall not be interpreted to permit in the rural area a major industrial development or a master planned resort unless otherwise

specifically permitted under RCW 36.70A.360 and 36.70A.365.

(6) A transportation element that implements, and is consistent with, the land use element.

{+ (a) +} The transportation element shall include the following subelements:

(((- (a) -))) {+ (i) +} Land use assumptions used in estimating travel;

(((- (b) -))) {+ (ii) Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;

(iii) +} Facilities and services needs, including:

(((- (i) -))) {+ (A) +} An inventory of air, water, and ground transportation facilities and services, including transit alignments and general aviation airport facilities, to define existing capital facilities and travel levels as a basis for future planning{+ . **This inventory must include state-owned transportation facilities within the city or county's jurisdiction boundaries +};**

(((- (ii) -))) {+ (B) +} Level of service standards for all {+ **locally owned +} arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated;**

(((- (iii) -))) {+ (C) For state-owned transportation facilities, level of service standards for highways, as prescribed in chapters 47.06 and 47.80 RCW, to gauge the performance of the system. The purposes of reflecting level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the department of transportation's six-year investment program. The concurrency requirements of (b) of this subsection do not apply to transportation facilities and services of state-wide significance except for counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highways and ferry route capacity must be a factor in meeting the concurrency requirements in (b) of this subsection;

(D) +} Specific actions and requirements for bringing into compliance (({- any -})) {+ **locally owned transportation +} facilities or services that are below an established level of service standard;**

(((- (iv) -))) {+ (E) +} Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;

(((- (v) -))) {+ (F) +} Identification of {+ **state and local +} system (({- expansion needs and transportation system management -})) needs to meet current and future demands{+ . **Identified needs on state-owned transportation facilities must be consistent with the state-wide multimodal transportation plan required under chapter 47.06 RCW +};****

(((- (c) -))) {+ (iv) +} Finance, including:

(((- (i) -))) {+ (A) +} An analysis of funding capability to judge needs against probable funding resources;

(((- (ii) -))) {+ (B) +} A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems{+ . The multiyear financing plan should be coordinated with the six-year improvement program developed by the department of transportation as required by RCW 47.05.030 +};

(((- (iii) -))) {+ (C) +} If probable funding falls short of

meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met;

((- (d) -)) {+ (v) +} Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;

((- (e) -)) {+ (vi) +} Demand-management strategies.

{+ (b) +} After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW 36.70A.040, local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a {+ **locally owned** +} transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride sharing programs, demand management, and other transportation systems management strategies. For the purposes of this subsection (6) "concurrent with the development" shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.

{+ (c) +} The transportation element described in this subsection {+ (6) +}, and the six-year plans required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, ((- and -)) RCW 35.58.2795 for public transportation systems, {+ **and RCW 47.05.030 for the state,** +} must be consistent.

Sec. 3. RCW 36.70A.200 and 1991 sp.s. c 32 s 1 are each amended to read as follows:

(1) The comprehensive plan of each county and city that is planning under this chapter shall include a process for identifying and siting essential public facilities. Essential public facilities include those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities {+ **as defined in section 7 of this act** +}, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.

(2) The office of financial management shall maintain a list of those essential state public facilities that are required or likely to be built within the next six years. The office of financial management may at any time add facilities to the list. No local comprehensive plan or development regulation may preclude the siting of essential public facilities.

Sec. 4. RCW 36.70A.210 and 1994 c 249 s 28 are each amended to read as follows:

(1) The legislature recognizes that counties are regional governments within their boundaries, and cities are primary providers of urban governmental services within urban growth areas. For the purposes of this section, a "county-wide planning policy" is a written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter. This framework shall ensure that city and county comprehensive plans are consistent as required in RCW 36.70A.100. Nothing in this section shall be construed to alter the land-use powers of cities.

(2) The legislative authority of a county that plans under RCW 36.70A.040 shall adopt a county-wide planning policy in cooperation with the cities located in whole or in part within the county as follows:

(a) No later than sixty calendar days from July 16, 1991, the legislative authority of each county that as of June 1, 1991, was required or chose to plan under RCW 36.70A.040 shall convene a meeting with representatives of each city located within the county for the purpose of establishing a collaborative process that will provide a framework for

the adoption of a county-wide planning policy. In other counties that are required or choose to plan under RCW 36.70A.040, this meeting shall be convened no later than sixty days after the date the county adopts its resolution of intention or was certified by the office of financial management.

(b) The process and framework for adoption of a county-wide planning policy specified in (a) of this subsection shall determine the manner in which the county and the cities agree to all procedures and provisions including but not limited to desired planning policies, deadlines, ratification of final agreements and demonstration thereof, and financing, if any, of all activities associated therewith.

(c) If a county fails for any reason to convene a meeting with representatives of cities as required in (a) of this subsection, the governor may immediately impose any appropriate sanction or sanctions on the county from those specified under RCW 36.70A.340.

(d) If there is no agreement by October 1, 1991, in a county that was required or chose to plan under RCW 36.70A.040 as of June 1, 1991, or if there is no agreement within one hundred twenty days of the date the county adopted its resolution of intention or was certified by the office of financial management in any other county that is required or chooses to plan under RCW 36.70A.040, the governor shall first inquire of the jurisdictions as to the reason or reasons for failure to reach an agreement. If the governor deems it appropriate, the governor may immediately request the assistance of the department of community, trade, and economic development to mediate any disputes that preclude agreement. If mediation is unsuccessful in resolving all disputes that will lead to agreement, the governor may impose appropriate sanctions from those specified under RCW 36.70A.340 on the county, city, or cities for failure to reach an agreement as provided in this section. The governor shall specify the reason or reasons for the imposition of any sanction.

(e) No later than July 1, 1992, the legislative authority of each county that was required or chose to plan under RCW 36.70A.040 as of June 1, 1991, or no later than fourteen months after the date the county adopted its resolution of intention or was certified by the office of financial management the county legislative authority of any other county that is required or chooses to plan under RCW 36.70A.040, shall adopt a county-wide planning policy according to the process provided under this section and that is consistent with the agreement pursuant to (b) of this subsection, and after holding a public hearing or hearings on the proposed county-wide planning policy.

(3) A county-wide planning policy shall at a minimum, address the following:

- (a) Policies to implement RCW 36.70A.110;
 - (b) Policies for promotion of contiguous and orderly development and provision of urban services to such development;
 - (c) Policies for siting public capital facilities of a county-wide or state-wide nature{+ , including transportation facilities of state-wide significance as defined in section 7 of this act +};
 - (d) Policies for county-wide transportation facilities and strategies;
 - (e) Policies that consider the need for affordable housing, such as housing for all economic segments of the population and parameters for its distribution;
 - (f) Policies for joint county and city planning within urban growth areas;
 - (g) Policies for county-wide economic development and employment;
- and
- (h) An analysis of the fiscal impact.

(4) Federal agencies and Indian tribes may participate in and cooperate with the county-wide planning policy adoption process. Adopted county-wide planning policies shall be adhered to by state agencies.

(5) Failure to adopt a county-wide planning policy that meets the

requirements of this section may result in the imposition of a sanction or sanctions on a county or city within the county, as specified in RCW 36.70A.340. In imposing a sanction or sanctions, the governor shall specify the reasons for failure to adopt a county-wide planning policy in order that any imposed sanction or sanctions are fairly and equitably related to the failure to adopt a county-wide planning policy.

(6) Cities and the governor may appeal an adopted county-wide planning policy to the growth management hearings board within sixty days of the adoption of the county-wide planning policy.

(7) Multicounty planning policies shall be adopted by two or more counties, each with a population of four hundred fifty thousand or more, with contiguous urban areas and may be adopted by other counties, according to the process established under this section or other processes agreed to among the counties and cities within the affected counties throughout the multicounty region.

Sec. 5. RCW 47.05.021 and 1993 c 490 s 2 are each amended to read as follows:

(1) The transportation commission is hereby directed to conduct periodic analyses of the entire state highway system, report thereon to the chairs of the transportation committees of the senate and house of representatives, including one copy to the staff of each of the committees, biennially and based thereon, to subdivide, classify, and subclassify according to their function and importance all designated state highways and those added from time to time and periodically review and revise the classifications into the following three functional classes:

(a) The "principal arterial system" shall consist of a connected network of rural arterial routes with appropriate extensions into and through urban areas, including all routes designated as part of the interstate system, which serve corridor movements having travel characteristics indicative of substantial state-wide and interstate travel;

(b) The "minor arterial system" shall, in conjunction with the principal arterial system, form a rural network of arterial routes linking cities and other activity centers which generate long distance travel, and, with appropriate extensions into and through urban areas, form an integrated network providing interstate and interregional service; and

(c) The "collector system" shall consist of routes which primarily serve the more important intercounty, intracounty, and intraurban travel corridors, collect traffic from the system of local access roads and convey it to the arterial system, and on which, regardless of traffic volume, the predominant travel distances are shorter than on arterial routes.

(2) In making the functional classification the transportation commission shall adopt and give consideration to criteria consistent with this section and federal regulations relating to the functional classification of highways, including but not limited to the following:

(a) Urban population centers within and without the state stratified and ranked according to size;

(b) Important traffic generating economic activities, including but not limited to recreation, agriculture, government, business, and industry;

(c) Feasibility of the route, including availability of alternate routes within and without the state;

(d) Directness of travel and distance between points of economic importance;

(e) Length of trips;

(f) Character and volume of traffic;

(g) Preferential consideration for multiple service which shall include public transportation;

(h) Reasonable spacing depending upon population density; and

(i) System continuity.

(3) The transportation commission shall designate ((- a system of-)) state highways ((- that have -)) {+ of +} state-wide significance {+ under section 7 of this act, and shall submit a list of such facilities for adoption by the 1999 legislature +}. This state-wide system shall include {+ at a minimum +} interstate highways and other state-wide principal arterials that are needed to connect major communities across the state and support the state's economy.

(4) The transportation commission shall designate a freight and goods transportation system. This state-wide system shall include state highways, county roads, and city streets. The commission, in cooperation with cities and counties, shall review and make recommendations to the legislature regarding policies governing weight restrictions and road closures which affect the transportation of freight and goods. The first report is due by December 15, 1993, and biennially thereafter.

Sec. 6. RCW 47.05.030 and 1993 c 490 s 3 are each amended to read as follows:

The transportation commission shall adopt a comprehensive six-year investment program specifying program objectives and performance measures for the preservation and improvement programs defined in this section. In the specification of investment program objectives and performance measures, the transportation commission, in consultation with the Washington state department of transportation, shall define and adopt standards for effective programming and prioritization practices including a needs analysis process. The needs analysis process shall ensure the identification of problems and deficiencies, the evaluation of alternative solutions and trade-offs, and estimations of the costs and benefits of prospective projects. The investment program shall be revised biennially, effective on July 1st of odd-numbered years. The investment program shall be based upon the needs identified in the state-owned highway component of the state-wide multimodal transportation plan as defined in RCW 47.01.071(3).

(1) The preservation program shall consist of those investments necessary to preserve the existing state highway system and to restore existing safety features, giving consideration to lowest life cycle costing. The comprehensive six-year investment program for preservation shall identify projects for two years and an investment plan for the remaining four years.

(2) The improvement program shall consist of investments needed to address identified deficiencies on the state highway system to improve mobility, safety, support for the economy, and protection of the environment. The six-year investment program for improvements shall identify projects for two years and major deficiencies proposed to be addressed in the six-year period giving consideration to relative benefits and life cycle costing. {+ The transportation commission shall give higher priority for correcting identified deficiencies on those facilities classified as facilities of state-wide significance as defined in section 7 of this act. +}

The transportation commission shall approve and present the comprehensive six-year investment program to the legislature in support of the biennial budget request under RCW 44.40.070 and 44.40.080.

{+ NEW SECTION. +} Sec. 7. A new section is added to chapter 47.06 RCW to read as follows:

The legislature declares the following transportation facilities and services to be of state-wide significance: The interstate highway system, interregional state principal arterials including ferry connections that serve state-wide travel, intercity passenger rail services, intercity high-speed ground transportation, major passenger intermodal terminals excluding all airport facilities and services, the freight railroad system, the Columbia/Snake navigable river system, marine port facilities and services that are related solely to marine activities

affecting international and interstate trade, and high-capacity transportation systems serving regions as defined in RCW 81.104.015. The department, in cooperation with regional transportation planning organizations, counties, cities, transit agencies, public ports, private railroad operators, and private transportation providers, as appropriate, shall plan for improvements to transportation facilities and services of state-wide significance in the state-wide multimodal plan. Improvements to facilities and services of state-wide significance identified in the state-wide multimodal plan are essential state public facilities under RCW 36.70A.200.

The department of transportation, in consultation with local governments, shall set level of service standards for state highways and state ferry routes of state-wide significance. Although the department shall consult with local governments when setting level of service standards, the department retains authority to make final decisions regarding level of service standards for state highways and state ferry routes of state-wide significance. In establishing level of service standards for state highways and state ferry routes of state-wide significance, the department shall consider the necessary balance between providing for the free interjurisdictional movement of people and goods and the needs of local communities using these facilities.

Sec. 8. RCW 47.80.023 and 1994 c 158 s 2 are each amended to read as follows:

Each regional transportation planning organization shall have the following duties:

(1) Prepare and periodically update a transportation strategy for the region. The strategy shall address alternative transportation modes and transportation demand management measures in regional corridors and shall recommend preferred transportation policies to implement adopted growth strategies. The strategy shall serve as a guide in preparation of the regional transportation plan.

(2) Prepare a regional transportation plan as set forth in RCW 47.80.030 that is consistent with county-wide planning policies if such have been adopted pursuant to chapter 36.70A RCW, with county, city, and town comprehensive plans, and state transportation plans.

(3) Certify by December 31, 1996, that the transportation elements of comprehensive plans adopted by counties, cities, and towns within the region reflect the guidelines and principles developed pursuant to RCW 47.80.026, are consistent with the adopted regional transportation plan, and, where appropriate, conform with the requirements of RCW 36.70A.070.

(4) Where appropriate, certify that county-wide planning policies adopted under RCW 36.70A.210 and the adopted regional transportation plan are consistent.

(5) Develop, in cooperation with the department of transportation, operators of public transportation services and local governments within the region, a six-year regional transportation improvement program which proposes regionally significant transportation projects and programs and transportation demand management measures. The regional transportation improvement program shall be based on the programs, projects, and transportation demand management measures of regional significance as identified by transit agencies, cities, and counties pursuant to RCW 35.58.2795, 35.77.010, and 36.81.121, respectively. The program shall include a priority list of projects and programs, project segments and programs, transportation demand management measures, and a specific financial plan that demonstrates how the transportation improvement program can be funded. The program shall be updated at least every two years for the ensuing six-year period.

(6) Designate a lead planning agency to coordinate preparation of the regional transportation plan and carry out the other responsibilities of the organization. The lead planning agency may be a regional organization, a component county, city, or town agency, or the appropriate Washington state department of transportation district office.

{+ (7) Review level of service methodologies used by cities and counties planning under chapter 36.70A RCW to promote a consistent regional evaluation of transportation facilities and corridors.

(8) Work with cities, counties, transit agencies, the department of transportation, and others to develop level of service standards or alternative transportation performance measures. +}

Sec. 9. RCW 47.80.030 and 1994 c 158 s 4 are each amended to read as follows:

(1) Each regional transportation planning organization shall develop in cooperation with the department of transportation, providers of public transportation and high capacity transportation, ports, and local governments within the region, adopt, and periodically update a regional transportation plan that:

(a) Is based on a least cost planning methodology that identifies the most cost-effective facilities, services, and programs;

(b) Identifies existing or planned transportation facilities, services, and programs, including but not limited to major roadways including state highways and regional arterials, transit and nonmotorized services and facilities, multimodal and intermodal facilities, marine ports and airports, railroads, and noncapital programs including transportation demand management that should function as an integrated regional transportation system, giving emphasis to those facilities, services, and programs that exhibit one or more of the following characteristics:

(i) (~~Physically -~~) {+ C +}rosses member county lines;

(ii) Is or will be used by a significant number of people who live or work outside the county in which the facility, service, or project is located;

(iii) Significant impacts are expected to be felt in more than one county;

(iv) Potentially adverse impacts of the facility, service, program, or project can be better avoided or mitigated through adherence to regional policies; (~~- and -~~)

(v) Transportation needs addressed by a project have been identified by the regional transportation planning process and the remedy is deemed to have regional significance; {+ and

(vi) Provides for system continuity; +}

(c) Establishes level of service standards (~~at a minimum for all -~~) {+ for +} state highways and state ferry routes{+ , **with the exception of transportation facilities of state-wide significance as defined in section 7 of this act +}. These regionally established level of service standards for state highways and state ferries shall be developed jointly with the department of transportation, to encourage consistency across jurisdictions. In establishing level of service standards for state highways and state ferries, consideration shall be given for the necessary balance between providing for the free interjurisdictional movement of people and goods and the needs of local commuters using state facilities;**

(d) Includes a financial plan demonstrating how the regional transportation plan can be implemented, indicating resources from public and private sources that are reasonably expected to be made available to carry out the plan, and recommending any innovative financing techniques to finance needed facilities, services, and programs;

(e) Assesses regional development patterns, capital investment and other measures necessary to:

(i) Ensure the preservation of the existing regional transportation system, including requirements for operational improvements, resurfacing, restoration, and rehabilitation of existing and future major roadways, as well as operations, maintenance, modernization, and rehabilitation of existing and future transit, railroad systems and corridors, and nonmotorized facilities; and

(ii) Make the most efficient use of existing transportation

facilities to relieve vehicular congestion and maximize the mobility of people and goods;

(f) Sets forth a proposed regional transportation approach, including capital investments, service improvements, programs, and transportation demand management measures to guide the development of the integrated, multimodal regional transportation system; and

(g) Where appropriate, sets forth the relationship of high capacity transportation providers and other public transit providers with regard to responsibility for, and the coordination between, services and facilities.

(2) The organization shall review the regional transportation plan biennially for currency and forward the adopted plan along with documentation of the biennial review to the state department of transportation.

(3) All transportation projects, programs, and transportation demand management measures within the region that have an impact upon regional facilities or services must be consistent with the plan and with the adopted regional growth and transportation strategies.